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Report of the Head of Governance and Scrutiny Support

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 5 September 2018

Subject: Draft Terms of Reference – Inquiry into the implementation of Leeds Inclusive Growth Strategy

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	☐ Yes	⊠ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	⊠ No
Is the decision eligible for Call-In?	☐ Yes	⊠ No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	☐ Yes	⊠ No

1. Summary of Main Issues

Leeds City Council has an ambition to be the best city in the UK: one that is compassionate and caring with a strong economy, which tackles poverty and reduces inequalities. It wants Leeds to be a city that is fair and sustainable, ambitious, creative and fun for all with a council that its residents can be proud of: the best council in the country. The Best Council Plan 2018/19 – 2020/21 states that not everyone in Leeds is benefiting fully from the City's economic success. The Plan highlights that overall the prospects for economic growth in Leeds remain robust, supported by the city's skilled workforce, the growth and innovation of its firms and universities, and the progress being made with infrastructure. The Leeds Inclusive Growth Strategy sets out 'how Leeds City Council, the private sector, universities, colleges and schools, and social enterprises in the city will work together to grow the Leeds economy, ensuring that everyone in the city contributes to, and benefits from, growth to their full potential.'

On the 20 of June 2018, the Scrutiny Board (Infrastructure, Investment and Inclusive Growth) considered their work programme for the 2018/19 municipal year. At this meeting the Board discussed how Scrutiny could influence and shape the implementation of the Leeds Inclusive Growth Strategy. The Board focused on changes in the labour market and how the strategy could support interventions to address skills, pay and progression to benefit those resident in our most deprived areas. The Board resolved to consider the scope of further scrutiny work at the meeting on the 25 of July 2018 in order to inform terms of reference for a scrutiny inquiry.

On the 25 of July the Board considered the Leeds Inclusive Growth Strategy 2018 – 2023, which was agreed by Executive Board on the 27th of June 2018. The Board was advised that the Strategy provides a framework for growth delivery that is inclusive and benefits all citizens and communities. It sets out 12 big ideas grouped under the themes of People, Place and Productivity.

Following consideration of the information presented, the Board debated the divide between those who would benefit from growth and those who do not, and acknowledged some Leeds residents are currently excluded from the benefit arising from economic growth. The Board highlighted their interest in establishing how the approach, through the various big ideas in the strategy, would directly impact the people of Leeds. It focused further on the significance of big idea 4, 'Working together to create better jobs, tackling low pay and boosting productivity' and expressed an interest in identifying the activity to be undertaken to create better jobs, tackle low pay and reduce in-work poverty, and asked how this would create a tangible beneficial impact for Leeds residents and Leeds communities.

The Board, acknowledging that areas of work already reflected in the Scrutiny work programme have the potential to make a significant contribution to achieving Inclusive Growth objectives across the People, Places and Productivity themes, resolved that all work programme items would be required to respond to this.

The Board resolved that their inquiry for 2018/19 would consider the Inclusive Growth Strategy implementation framework and the methodology for its delivery. The Board will focus on the planned work under the People theme - Big Idea 4 to reduce poverty and disavantage by addressing low pay and in-work poverty through the creation of better jobs with progression opportunities and in particular how residents of our most disadvantaged communities are supported to access these.

The Board may also consider relevant aspects of Big Idea 5 - Supporting Places and Communities to respond to economic change, as the Board was keen to explore how communities can be supported through better use of local assets to encouarge local enterprise, and the connection of local residents to opportunities in nearby employment centres.

The attached Draft Terms of Reference relating to the Board's forthcoming inquiry into Implementing the Leeds Inclusive Growth Strategy is tabled at todays meeting for the Board to consider and agree.

2. Recommendation

The Scrutiny Board (Infrastructure, Investment and Inclusive Growth) is recommended to:

- a) note the information contained within this report, and the appended draft terms of reference and make further recommendation to update the terms of reference where necessary.
- b) agree the terms of reference for the inquiry.

c) note that the terms of reference may incorporate additional information during the inquiry should the Scrutiny Board identify any further scope for inquiry or request further witness or evidence.

3 Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1

Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Inquiry into the implementation of Leeds Inclusive Growth Strategy

Terms of Reference

1. Introduction

- 1.1 Leeds City Council has an ambition to be the best city in the UK: one that is compassionate and caring with a strong economy, which tackles poverty and reduces inequalities. It wants Leeds to be a city that is fair and sustainable, ambitious, creative and fun for all with a council that its residents can be proud of: the best council in the country. The Best Council Plan 2018/19 2020/21 states that not everyone in Leeds is benefiting fully from the City's economic success. The Plan highlights that overall the prospects for economic growth in Leeds remain robust, supported by the city's skilled workforce, the growth and innovation of its firms and universities, and the progress being made with infrastructure. The Leeds Inclusive Growth Strategy sets out 'how Leeds City Council, the private sector, universities, colleges and schools, and social enterprises in the city will work together to grow the Leeds economy, ensuring that everyone in the city contributes to, and benefits from, growth to their full potential.'
- 1.2 On the 20 of June 2018, the Scrutiny Board (Infrastructure, Investment and Inclusive Growth) considered their work programme for the 2018/19 municipal year. At this meeting the Board discussed how Scrutiny could influence and shape the implementation of the Leeds Inclusive Growth Strategy. The Board focused on changes in the labour market and how the strategy could support interventions to address skills, pay and progression to benefit those resident in our most deprived areas. The Board resolved to consider the scope of further scrutiny work at the meeting on the 25 of July 2018 in order to inform terms of reference for a scrutiny inquiry.
- 1.3 On the 25 of July the Board considered the Leeds Inclusive Growth Strategy 2018 2023, which was agreed by Executive Board on the 27th of June 2018. The Board was advised that the Strategy provides a framework for growth delivery that is inclusive and benefits all citizens and communities. It sets out 12 big ideas grouped under the themes of People, Place and Productivity.
- 1.4 Following consideration of the information presented, the Board debated the divide between those who would benefit from growth and those who do not, and acknowledged some Leeds residents are currently excluded from the benefit arising from economic growth. The Board highlighted their interest in establishing how the approach, through the various big ideas in the strategy, would directly impact the people of Leeds. It focused further on the significance of big idea 4, 'Working together to create better jobs, tackling low pay and boosting productivity' and expressed an interest in identifying the activity to be undertaken to create better jobs, tackle low pay and reduce in-work poverty, and asked how this would create a tangible beneficial impact for Leeds residents and Leeds communities.
- 1.5 The Board, acknowledging that areas of work already reflected in the Scrutiny work programme have the potential to make a significant contribution to achieving

Inclusive Growth objectives across the People, Places and Productivity themes, resolved that all work programme items would be required to respond to this.

- 1.6 The Board resolved that their inquiry for 2018/19 would consider the Inclusive Growth Strategy implementation framework and the methodology for its delivery. The Board will focus on the planned work under the People theme Big Idea 4 to reduce poverty and disavantage by addressing low pay and in-work poverty through the creation of better jobs with progression opportunities and in particular how residents of our most disadvantaged communities are supported to access these.
- 1.7 The Board may also consider relevant aspects of Big Idea 5 Supporting Places and Communities to respond to economic change, as the Board was keen to explore how communities can be supported through better use of local assets to encouarge local enterprise, and the connection of local residents to opportunities in nearby employment centres.

2. Scope of the Inquiry

2.1 The purpose of the inquiry is to make an assessment of and, where appropriate, make recommendations on the following areas:

Area 1

Progress being made in the overall mapping, assessment and planning of the framework to deliver the strategic priorities in the Inclusive Growth Strategy. The Board will provide support and challenge to help:

- shape the prioritisation of work streams,
- shape reporting mechanisms,
- maintain momentum, promote cross council and external support, and to reduce barriers where possible.

Area 2

Focus on 'Working together to create better jobs, tackling low pay and boosting productivity'. This will include looking at the Anchors Programme and other initiatives to evaluate the council's progress in supporting this big idea and the contribution being made by partner organisations and how this can be built on to address disadvantage and inequalities in our poorest neighbourhoods.

Area 3

Ensuring cross-council focus on the Inclusive Growth Strategy. There are a number of work areas in the Scrutiny work programme which already supports some of the big ideas. The Board will request that those areas will be expanded when they are considered by Scrutiny in the context of the Inclusive Growth Strategy.

These are (as outlined in appendix 2^2):

- Transport 5th September and 12th December 2018
- Digital Inclusion early 2019
- Housing Mix early 2019

² The work schedule is not a fixed and rigid schedule, it can be adapted and changed to reflect any new and emerging issues throughout the year; and so may change to reflect any issues arising during the year.

- Sustainable Development July 2018 and early 2019
- Flood Risk Management 31st October 2018
- 2.2 The Board recognises that a number of key partners and stakeholders are involved in the delivery of the Inclusive Growth Strategy and will explore the strength of partnership and level of commitment throughout the inquiry.

3. Desired Outcomes and Measures of Success

- 3.1 It is important to consider how the Scrutiny Board will deem if its inquiry has been successful in making a difference. Some measures of success may be obvious at the initial stages of an inquiry and can be included in these terms of reference. Other measures of success may become apparent as the inquiry progresses and discussions take place.
- 3.2 The key outcomes sought from the inquiry are:
 - Reassurance that the aspirations and principles defined the Inclusive Growth Strategy are being implemented and demonstrated in service delivery and where there is an identified deficit, that a framework is established to rectify this.
 - Reassurance that the strategy will establish tangible beneficial outcomes for Leeds residents and Leeds communities.
 - Establishing that inequality is being proactively tackled through targeted employment and skills support to residents and enabling and supporting activity by employers to address the social and economic challenges of low pay and in work poverty.
 - Confidence that all people and communities can contribute towards and benefit from economic prosperity, and reassurance that Leeds residents from disadvantaged priority neighbourhoods are supported to access employment or better jobs.
 - Establishing if there is anything further that can be done at a local level to remove the barriers that prevent residents from benefitting from economic growth Establishing if there is further beneficial advice and guidance from external agencies and networks such as those that participated in the 'More Jobs, Better Jobs' Partnership Research Programme.

4. Comments of the relevant Director and Executive Member

- 4.1 In line with Scrutiny Board Procedure Rule 12.1 where a Scrutiny Board undertakes an Inquiry the Scrutiny Board shall consult with any relevant Director and Executive Member on the terms of reference.
- 4.2 Additional guidance has been sought from the Chief Officers Economic Development and Employment and Skills in order to develop the initial areas of focus for the inquiry.

5. Timetable for the inquiry

5.1 It is anticipated that the inquiry will take place over a number of sessions from September 2018 to conclude in February 2019. It is expected that the inquiry report will be agreed by the Scrutiny Board in April 2019. The length of the inquiry and range of evidence to be collected is however subject to change by agreement of the

Board. Any changes may have an impact on the date that the inquiry report is completed and agreed by the Scrutiny Board.

6.0 Submission of Evidence

6.1 <u>Session one – 5 September 2018</u>

To consider evidence in relation to the following:

Area 1 – Inclusive Growth Strategy, update on mapping and framework Relevance of Anchor Institutions and anchor programme

Area 2 – Background and context. The aligned calls to actions in the Leeds Talent and Skills Plan focusing on addressing low pay and in-work poverty and connecting residents of our most disadvantaged communities to opportunities.

6.2 Session two – 31 October 2018

To consider evidence in relation to the following:

Area 2 – An external perspective and evaluative views on the progress towards to developing the approach to Inclusive Growth in Leeds covering the 'More Jobs, Better Jobs' Partnership Research Programme, the work with Core Cities, through to the current strategy in the context of local and national policy and any additional actions at a local level to remove the barriers that prevent residents from experiencing the benefit of economic growth.

The Anchors Programme as a mechanisms for large organisations in Leeds to demonstrate their commitment to and take practical steps to contribute to the achievement of the Leeds Inclusive Growth objectives to support growth that benefits all. This will focus on Leeds Teaching Hospital NHS Trust and how it will seek to use the Anchor Progression framework to deliver change.

(Mike Hawking Policy and Research Manager (Cities and Inclusive Growth) at Joseph Rowntree Foundation, and James Goodyear, Associate Director of Policy & Partnerships at Leeds Teaching Hospitals NHS Trust)

6.3 Session three – November 2018 – Working Group, date to be determined

To consider evidence in relation to the following:

Area 1 - Update on the Inclusive Growth Strategy Implementation Framework

Area 2 – Connecting our disadvantaged communities to opportunity through access to employment and skills – Employment and Skills, Active Leeds and Housing Services.

The extent to which targeted communities and Priority Neighbourhoods are currently benefitting from support and what more can be done in the most economically and socially deprived areas to address the imbalance.

6.4 Scrutiny Board – 12th December 2018

Working Group Outcomes to be reported to Scrutiny Board

6,5 Scrutiny Board - 9th January 2019

Performance report due for consideration - to include focus on the delivery of the strategic priorities in the Inclusive Growth Strategy.

6.6 Session 4 - January 2019 – Working Group, date to be determined

- Area 1&2 Wrap up
- Determine outline recommendations for Area 1&2.

6.7 Scrutiny Board – 20th February 2019

- Area 3 Digital Inclusion, Housing Mix and Sustainable Development
- Working Group Outcomes to be reported to Scrutiny Board
- Determine outline recommendations for Area 3

6.8 Inquiry Report – 10th April 2019

To consider the Scrutiny Board's Draft report for formal approval.

7. Witnesses

- 7.1 The following witnesses have been identified as possible contributors to the Inquiry:
 - Leeds City Council Officers,
 - City Development Economic Development, Employment and Skills, Active Leeds.
 - Strategy and Resources Housing Services
 - Citizens and Communities Area Support
 - > Childrens Services.
 - Elected Members
 - Leeds Residents and Representative Organisations
 - External Partners and Stakeholders
 - Joseph Rowntree Foundation
 - Anchor Institutions Leeds Teaching Hospitals NHS Trust,
 - Chamber of Commerce
 - Department for Work and Pensions

8.0 Consultation and Engagement

The board may undertake consultation should it be deemed appropriate in order to conduct the inquiry or gather necessary evidence.

9.0 Equality and Diversity / Cohesion and Integration.

9.1 Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act. The priorities will help the council to achieve its ambition

- to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.
- 9.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.
- 9.2 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.
- 9.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

10 Council Policies and City Priorities

This inquiry will support objectives as defined in The Vision for Leeds 2011 – 2030 and the Best Council Plan 2018/19 – 2020/21. The inquiry has been specifically structured to directly support a number of the Big Ideas which focus on People, Place and Productivity as stated in the Leeds Inclusive Growth Strategy 2018 – 2023.

11 Post inquiry report monitoring

- 11.1 Following the inquiry the Scrutiny Board will publish its report which will identify clear desired outcomes. These will be reflected in the recommendations made. The implementation of the agreed recommendations will be monitored.
- 11.2 The Director or organisation to whom the recommendations have been made will be responsible for monitoring the impact of each recommendation and for advising the Scrutiny Board accordingly as the board reviews progress.

Appendix 2

June	July	August
Meeting Agenda for 20 June at 1.30 pm.	Meeting Agenda for 25 July at 10.00 am.	No Scrutiny Board meeting scheduled.
Consider potential areas of review (including agreed budget 2018/19) Performance Report (PM) Core Strategy Select Review (PSR) (Big Idea – 5 & 8)	Directors Response – Sustainable Development Inquiry (Big Idea 5 & 8) Directors Response – Information Advice and Guidance Provision in Leeds (Big Idea 3) Inquiry - Scoping discussion Budget – out-turn report and financial health monitoring month 2	
	Working Group Meetings	
	Site Visits	

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	O	Consultation Response

Inclusive Growth Strategy

PEOPLE, PLACE and PRODUCTIVITY

Relevant BIG Ideas 3, 4, 5, 6, 7, 8, 9, 10

September	October	November
Meeting Agenda for 5 September at 10.30 am	Meeting Agenda for 31 October at 10.30 am	No Scrutiny Board meeting scheduled.
Terms of Reference 1st Review/Inquiry Session – Evidence Gathering Leeds Transport Strategy including Progress on the Leeds Public Transport Investment Programme (Big Idea 6,7 & 8)	2 nd Review/Inquiry Session - Evidence Gathering Local Flood Risk Management Strategy – Annual Review (PM) (BPF – Exec Board Oct, Council Dec) (Big Idea 8)	
	Working Group Meetings	
		Inquiry Session 3 Working Group – date to be determined
	Site Visits	

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	С	Consultation Response

December	January	February
Meeting Agenda for 12 Dec at 10.30 am	Meeting Agenda for 9 Jan at 10.30 am	Meeting Agenda for 20 Feb at 10.30 am
Advancing Bus Service Provision Inquiry – comprehensive progress review (RT) (timing discussed with A Hall and D Pearson) (Big Idea 6,7 & 8) Working Group Outcomes – Session 3	Performance report (PM) Financial Health Monitoring (PSR) 2018/19 Initial Budget Proposals (PDS) Request for Scrutiny - Pedestrian Crossings (PSR)	Housing Mix Inquiry – Recommendation Tracking and Update (see minutes) (RT) (Big Idea 5 & 8) Sustainable Development Inquiry (RT and update on specific recommendations) (Big Idea 5 & 8) Digital Inclusion – Recommendation Tracking (RT) (Big Idea 9)
		Working Group Outcomes – Session 4
	Working Group Meetings	
	Inquiry Session 4 Working Group – date to be determined, including	
	Site Visits	

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

March	April	Мау
No Scrutiny Board meeting scheduled.	Meeting Agenda for 10 April at 10.30 am	No Scrutiny Board meeting scheduled.
	Inquiry – Agree Final Report (s)	
	Working Group Meetings	
	Site Visits	

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

Note - Road Safety – to be undertaken by Scrutiny Board – Environment Housing and Communities (members of SB IIIG to be invited to participate)